

## Message Text

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ACTION EA-14

INFO OCT-01 EUR-25 NEA-10 ADP-00 CIAE-00 DODE-00 PM-07

H-03 INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01

SS-15 USIA-15 AID-20 OMB-01 DPW-01 IO-13 RSR-01 /154 W

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P R 182310Z JUL 73

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC PRIORITY 1351

INFO AMEMBASSY BANGKOK

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY NEW DELHI

AMEMBASSY PHNOM PENH

AMEMBASSY SAIGON

AMEMBASSY VIENTIANE

AMEMBASSY WARSAW

C O N F I D E N T I A L OTTAWA 1652

E.O. 11652: GDS

TAGS: PFOR, CB, CA

SUBJECT: KHMER INITIATIVE CONCERNING REACTIVATION OF THE ICC

REF: STATE 139648

1. SUMMARY: EXTAFF EAST ASIA DIRECTOR HAS EXPRESSED TO US STRONG RELUCTANCE OF GOC TO BECOME EMBROILED IN ANOTHER INDOCHINA CEASEFIRE SUPERVISORY ROLE. EXTAFF IS TAKING POSITION THAT CANADA IS NOT A CANDIDATE FOR PARTICIPATION IN ANY NEW CAMBODIA AGREEMENT AND WILL BE UNWILLING TO PARTICIPATE IN WHAT GOC FEELS IS LIKELY TO BE UNWORKABLE REVITALIZED ICC UNDER 1954 GENEVA MANDATE.  
END SUMMARY

2. AS INSTRUCTED REFTEL EMBOFF MET WITH DIRECTOR EAST ASIAN AFFAIRS MOLGAT AND VIETNAM DESK OFFICER JAMES AND EXPRESSED US SUPPORT FOR GKR INITIATIVE IN  
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RECONVENING ICC. EMBOFF EXPRESSED HOPE GOC COULD

PLAY A ROLE IN RECONVENING ICC AND NOTED THE DESIREABILITY OF ANY PUBLIC STATEMENTS WHICH GOC MIGHT BE ABLE TO MAKE EXPRESSING FAVOR FOR REACTIVATED ICC AND A CEASEFIRE. EMBOFF ALSO INQUIRED AS TO POSSIBILITY OF VISIT TO CANADA BY GKR FONMIN LONG BORET.

3. MOLGAT SAID GOC HAD BEEN APPROACHED BY CAMBODIANS ON THIS MATTER EARLY IN JULY. CAMBODIANS REQUESTED CANADIAN COOPERATION AND PARTICIPATION IN RECONVENING OF ICC AND HAD INDICATED DESIRE FOR LONG BORET TO VISIT OTTAWA. CAMBODIANS HAD ALSO STATED THAT THEIR PROPOSAL WAS BEING PUT FORTH AS A RESULT OF AN INITIATIVE FROM THE US, APPARENTLY EMANATING FROM THE NIXON/BREZHNEV TALKS.

4. MOLGAT SAID GOC IS NOT DISPOSED AT THE PRESENT TO OPEN DISCUSSIONS WITH GKR ON REACTIVATION OF ICC. GOC WILL RESPOND TO THE GKR PROPOSALS IN NEXT FEW DAYS AND INTENDS AT THAT TIME TO REITERATE CANADA'S LONG-STANDING POSITION THAT IT IS PREPARED TO HOLD DISCUSSIONS CONCERNING POSSIBLE REACTIVATION OF THE ICC WITH INDIA AND POLAND ONLY WHEN THOSE TWO NATIONS AGREE. CAMBODIA WILL ALSO BE INFORMED THAT A VISIT TO CANADA BY FONMIN LONG BORET WILL NOT BE POSSIBLE AT THIS TIME.

5. MOLGAT THEN OUTLINED THE GOVERNMENT OF CANADA'S CURRENT THINKING ON FUTURE PARTICIPATION IN A CAMBODIA CEASEFIRE SUPERVISORY MECHANISM. HE SAID THAT THE GOVERNMENT HAS NOT FORMALLY ADOPTED A POLICY ON THIS MATTER BUT THAT HE COULD SPEAK TO THE PRESENT VIEWS HELD BY THE DEPARTMENT OF EXTERNAL AFFAIRS. HE SAID THAT THE 1954 GENEVA AGREEMENT PROVIDES AN UNSUITABLE MANDATE UPON WHICH TO BASE A SUPERVISORY SYSTEM. HE NOTED THAT:

A. THE AGREEMENT WILL HAVE TO BE SUBSTANTIALLY MODIFIED TO FIT THE NEW SITUATION (I.E., IT IS UNLIKELY THAT THE PARTIES TO THE AGREEMENT WILL REMAIN THE SAME) AND THEREFORE WILL BECOME A DEFACTO NEW AGREEMENT. MOLGAT STRESSED THAT CANADA IS NOT A CANDIDATE FOR CONFIDENTIAL

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PARTICIPATION IN ANY NEW CAMBODIA AGREEMENT.

B. IN THE UNLIKELY EVENT THAT THE MANDATE FOR THE 1954 AGREEMENT CAN BE STRETCHED TO COVER THE NEW SITUATION CANADA WOULD NOT AGREE TO OPERATE BEYOND THE EXISTING MANDATE OF THE AGREEMENT AS IT HAD DONE PREVIOUSLY IN CAMBODIA.

C. BEFORE CANADA WOULD CONSIDER PARTICIPATING IN A

REVITALIZED ICC IT WOULD HAVE TO OBTAIN THE ASSURANCES OF THE OTHER PARTICIPANTS THAT NEW OPERATING PROCEDURES WOULD BE PUT INTO EFFECT. THESE NEW OPERATING PROCEDURES WERE SPELLED OUT TO THE OTHER PARTIES IN 1970 AT THE TIME THE JAKARTA GROUP WAS ATTEMPTING TO STIMULATE INTEREST IN A REVITALIZED ICC.

6. MLGAT SAID THAT THE ONLY CIRCUMSTANCES IN WHICH HE COULD SEE EVEN A REMOTE POSSIBILITY OF CANADIAN PARTICIPATION IN A CAMBODIA SUPERVISORY MECHANISM WOULD BE IF AGREEMENT COULD BE REACHED PROVIDING FOR A UNITED NATIONS SUPERVISORY MECHANISM. HOWEVER, EVEN IN THIS CASE MOLGAT EXPRESSED HIS PERSONAL VIEW THAT CANADA STILL WOULD BE RELUCTANT TO PARTICIPATE.

7. MOLGAT STRESSED THAT THE GOVERNMENT OF CANADA HAS NOT ESTABLISHED A FIRM POSITION ON THE CAMBODIA QUESTION BUT THAT THE VIEW HE HAD EXPRESSED REPRESENTS THE CONSENSUS OF THINKING WITH THE DEPARTMENT OF EXTERNAL AFFAIRS. HE WENT ON TO EXPRESS HIS PERSONAL VIEW THAT CANADA HAD NOT WANTED TO PARTICIPATE IN THE NEW VIET NAM ICCS BUT THAT IT HAD DONE SO IN ORDER TO FACILITATE US WITHDRAWAL FROM VIET NAM AND TO SECURE THE RELEASE OF US PRISONERS. THESE FACTORS DID NOT HAVE A BEARING ON THE CAMBODIA SITUATION AND THEREFORE HE COULD SEE NO WAY IN WHICH CANADA WOULD AGREE TO PARTICIPATE.

8. COMMENT: IT IS CLEAR FROM THE ABOVE THAT THE GOC IS ATTEMPTING, AT AN EARLY DATE TO GIVE NOTICE OF ITS UNWILLINGNESS TO BE "DRAGGED" INTO ANOTHER INDOCHINA SUPERVISORY ROLE. WHILE CANADIAN PARTICIPATION IN THE LAOS ICC WILL BE VIEWED IN SOMEWHAT DIFFERENT TERMS THAN PARTICIPATION IN CAMBODIA, IT SEEMS LIKELY THAT THE GOC'S NEGATIVE  
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STANCE WILL PRECLUDE ANY FURTHER CANADIAN PARTICIPATION IN EITHER NATION.  
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